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Although OCR had been the subject of much self-analysis and also of internal examination by the IG and others during its first decade of existence, it had not been subjected to detailed scrutiny by independent experts from the outside. In 1956, largely upon the recommendation of one of his Special Assistants, the DDI (Mr. Amory) proposed to the DCI that a panel of experts be engaged to make a special survey of the CIA Library. Concern had been expressed, for example, regarding the alleged poor quality of selection of material for the Library's collections and the use of the ISC for the cataloguing of books. With the approval of the DCI, there was set in motion a far-reaching study of major proportions which, indeed, went beyond the Library per se and became involved in virtually all aspects of Central Reference Service. The "Library Consultants Report" which resulted from this survey marked a watershed in the development of OCR and was followed by a complete change in the top management of the Office. As will be seen, the report did not of itself generate many changes of major significance in OCR organization and operation, but it did serve as a point of departure for a thoroughgoing analysis of OCR by the new administration under the leadership of the ~~new~~ recently appointed Assistant Director,

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Chapter IV. Transition, 1957 - 1958

1. Library Consultants' Report on OCR, 1957

In discussion with the Curator of the Historical Intelligence Collection, who was his Special Assistant at the time, the DDI was urged to have a special survey made of the CIA Library by a panel of outside experts. The Curator was concerned, for example, about the poor quality of selection of material for the Library's collections and the use of the ISC for the cataloging of books.* The DDI submitted the proposal to the DCI who approved it. The Assistant to the DDI (Planning), 25X1A [redacted] was designated Chairman of an internal CIA Library Survey Committee on 22 August 1956, and various components were asked to send representatives. The Committee selected the following librarians to constitute the board of consultants: 25X1A [redacted] 25X1A [redacted] The Committee prepared terms of reference and a suggested agenda for the consultants. 25X1A [redacted] ORR, was appointed as escort for the consultants.

The consultants spent part of each of fifteen weeks studying the information activities of the Library and related operations in OCR. They interviewed research analysts, conducted sample tests and presented their final report to the DDI on 18 May 1957. ILLEGIB

The AD/CR pulled together 143 comments from the report, "Summary of Findings Requiring Action" and wrote to each of the items commented on in his various comments to the DDI. In one of his memoranda (7 June 1957)** to the DDI, the AD/CR summarized his first impressions as follows: "The report by the Library Consultants is highly critical of OCR, its Intelligence Subject Code, and its mechanized approach to the [redacted]

*Personal interview, Curator, HIC

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documentation problem. It recommends that we (1) cease using microfilm aperture cards and go back to hard copy, (2) abandon the Intellofax system, and (3) expand the Intelligence Publications Index into a monthly publication much like the Bibliography of Agriculture which should include 'all documents, books, and periodicals that make a substantive contribution'....The specific criticisms in this report are very disturbing. All but a few are at least partly valid and, though many serve only to underline and emphasize defects of which we were already aware and for which we were already trying to find cures, some of them do reveal weaknesses whose existence we did not suspect." He offered to follow through seriatim on the recommendations.

In another memorandum, to the DDCI (General Cabell) on 1 July 1957, the AD/CR requested that the Inspector General conduct a formal investigation into the records maintained by OCR, because the AD/CR had found that the Library Consultants had made certain statements which he "found to be untrue or misleading." He was concerned that the suspicion might arise that OCR may have tampered with the records; the Inspector General could determine easily whether the records were valid. Comments on the Consultants' Report were also supplied by other OCR officials ~~as appropriate~~.

The effect of the Consultants' Report on the Office of Central Reference [redacted] and is even more difficult to assess. took a long time to gauge ~~effectively~~. The most immediate result was a dramatic impact on the morale of the personnel, particularly since the AD/CR, James M. Andrews, resigned in August 1957 after having served as the leader of OCR since 1948. One of the many side effects of the Consultants' Report, for example, was a feeling on the part of the staff that the Report stressed ~~the~~ a lack of professionalism in OCR's response to its service requirements. OCR believed

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the grade structure of OCR, in comparison to other DDI and Agency components, was inequitable. The survey particularly stressed the inequities in the grade range from GS-12 to GS-15 when OCR was compared with ORR and OO. It was recommended by the survey that the DDS direct the Director of Personnel to conduct an over-all classification and wage review of the OCR grade structure with particular reference to comparable functions in other DDI components of similar size. The recommendation was endorsed by the DDI in a separate memorandum to the DDS on 1 June 1956.[7] A careful search of OCR, Office of Personnel, and IG records failed to produce the record of action; presumably the major reorganization of OCR in the Fall of 1956 produced some of the desired results.

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This new leadership brought with it fresh insights from long experience at senior levels both in management and in intelligence production. [redacted] 25X1 came directly from the Office of National Estimates, where he had served as Assistant Director and as a member of the Board of National Estimates. He also held had ~~handled~~, for a time concurrently, the position of Executive Secretary of the Intelligence Advisory Committee. [redacted] 25X1A had served in the Office of the DDI and, earlier, was identified with the Office of Research and Reports (ORR). This injection of new blood from outside OCR—and especially from user offices—carried with it the potential for dispelling any parochialism which OCR may have developed over the previous decade. Many new people became involved in studying OCR's problems and OCR itself entered into an intensive period of leadership in information handling in the Intelligence Community. The new AD/CR [redacted] 25X1 also recognized the low ebb of OCR morale; by patience, understanding and vigorous attention to improving the image of OCR and the greater involvement of his harassed Division Chiefs in the planning for OCR's future, he managed in time to restore the confidence of OCR in itself.

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its reputation within CIA as primarily a clerical operation was an unjust one and the Consultants added nothing to ~~improve~~ this. OCR had many times to raise the grade level of its staff by stressing the professional knowledge and training required in many of its activities; ~~the most recent~~ acknowledgement of this was in the 1956 Inspector General's survey of OCR, ~~contributed~~ ~~considerable~~ man hours to respond to the requirements of the Consultants by ~~way of~~ statistics, special samplings and other extra contributions. To have these misinterpreted, as later study proved, helped lower morale. A cut in the OCR personnel ceiling at the direction of the DDI from [redacted] 25X1A also in August, ~~was unfortunate timing at this point.~~

2. Changes in OCR Management

The following changes in OCR top management occurred in September 1957:

Paul A. Borel appointed AD/CR, vice James M. Andrews, resigned

[redacted] 25X1A appointed DAD/CR, vice [redacted] 25X1A, reassigned

[redacted] 25X1A designated Special Assistant, ~~AD/CR~~ instead of Executive,

~~The new management put into effect~~ these significant changes ~~during~~ November 1957: 1) ~~dissolved~~ the Operations Staff as a separate entity and ~~decentralized~~ its functions to other OCR components; 2) ~~formed~~ the Statistical Division from the Statistical Branch of the Special Register ~~and appointed~~ [redacted] as Chief ~~of the Division~~, and 3) accepted the transfer of the Office of Training Library with its staff of six to OCR, thus making this specialized library service an integral part of the Agency's over-all library facilities. 25X1A

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3. New Look at the Library Consultants' Report

The new AD/CR wanted to assess for himself CIA Library operations and the validity of the recommendations in the Consultants' Report. He therefore established sixteen Task Teams in November 1957 to study and evaluate the findings of the consultants. Other offices in the Agency cooperated in the study by contributing the services of more than thirty of their employees as Task Team members; thirty-seven of the Team members were OCR employees.[10]

Copies of the Consultants' Report were also sent to the heads of CIA operating offices with whom OCR was in most immediate contact. In January 1958, the AD/CR organized this group formally into the Central Reference Advisory Group (CRAG) to advise him on problems of mutual concern to OCR and the operating offices. The regular membership of CRAG included the following officials: Assistant Directors of Basic Intelligence (OBI), Research and Reports (ORR), and Scientific Intelligence (OSI), and the Chief, Foreign Intelligence (FI). Other operating components were invited to sit in on matters of direct interest to them. The AD/CR was the Chairman.[11] [redacted]

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In March 1958 the AD/CR issued a "Status Report on OCR" which, though prepared primarily for OCR use, was used as one means of informing other CIA offices of OCR progress and problems, and as here background for CRAG.[12] [redacted] ~~Though not a comprehensive review,~~ The report mentioned the Task Team reviews, administrative and operational problems and statistics through calendar year 1957, and provided an index to OCR. The review of selected OCR programs in the report highlighted activities such as the travel folder program, mechanical translation, radio frequency usage and exploitation of government sources. It concluded with ~~the~~ AD/CR commentings on the present status of intelligence documentation and on the

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Although the author states that the "report [illegible] it is the best wrap-up of the status of OCR at a given point in time available for this history." 15

research and development in this area.

By May, 1958, the 16 Task Team Reports had been prepared for the AD/CR, who presented a Summary of the Task Team evaluations to CRAG for information and possible future CRAG action. In his covering statement to CRAG, the AD/CR stated, "It is almost impossible to say, but it is my guess that, over-all, the area of agreement between the respective findings, conclusions and recommendations of the task teams and those of the Consultants is somewhere between 50% and 60%. In some cases the findings were validated, but different conclusions or recommendations were arrived at. In other cases, the findings could not be validated, but similar conclusions or recommendations were arrived at." 13

For three days In mid-May the Library Consultants met with top OCR management and various Task Team Chairmen to discuss their respective findings. The Library Consultants presented an oral report to the DDI based on the discussions during this time spent with OCR.

On 12 June 1958 the AD/CR presented a memorandum to the DDI entitled "Immediate Program for Implementing Recommendations of the Consultants and the Task Teams," requesting his approval of a program for action. Although the over-all OCR proposal for executive action included projects much extended beyond the scope of the Library program and thus limited somewhat the freedom of action in the Library field, the AD/CR proposed to phase the Library program itself as follows:

Phase I: the Consultants' survey and evaluations, already completed.

Phase II: the immediate program of implementation, covering activity between 1 June and 31 December 1958. Action presented as attachment in outline form included the following: 1) reorganization of reference service, 2) organization of Automation Development Group, 3) storage and retrieval, 4) modification of operational procedures, 5) publications

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immediate program of implementation of Phase II as proposed.

procurement, 6) administration and 7) centralization of information reference service.

Phase III: longer range program, including follow-up on Phase II, ~~Period covered~~ planned for 1959-1960.

The DDI approved the ~~action proposed~~. The new administration of OCR had its sights set and goals outlined. It also had the added burden, as the AD/CR pointed out in the paper referred to above, of having 32 less ceiling positions than when the Consultants made their original recommendations. ~~Much remained to be done, the important events will be reported subsequently.~~

Although much of the action was either begun or completed by the end of 1958, ~~as far as some of the more practical suggestions emanated from the mounds of paper work,~~ a final paper, ~~even though~~ written in 1959, is included here to close out the discussion of the Library Consultants' Report and concentrate on the action taken. This memorandum was from the AD/CR to the DDI, dated 12 May 1959, and entitled ~~subject:~~ "Progress Report on OCR Program to Implement Recommendations of the Consultants and Task Teams." ~~Since~~ The memorandum was for information only, and did not require DDI action, ~~the many important facts reported will be taken up later.~~

4. OCR Changes Attributable to Consultants' and Task Teams' Findings

As a result of the formal program review, the June 1958 reorganization of the CIA Library included the following changes:

1. Reduction of personnel ceiling by 8 positions
2. Increase in average grade level from GS-7.7 to GS-8.4
3. Improved administrative and professional guidance within the ~~overall~~ Library ~~organizational structure~~
4. Establishment of a Staff Assistant position to provide the

~~See item no. 7, this chapter~~
~~These positions, in lieu of Deputy Division Chiefs, were established gradually in OCR~~

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CIA Librarian with support in coordinating internal library activities, and

5. Strengthening of the reference function under a Chief Reference Librarian, who also served as Division Deputy.

Originally ~~established~~ organized as an experiment by Task Team No. 1 in January, 1958, a Composite Group was ~~established~~ created to handle requests for Intellofax runs in the Reference Branch of the ~~CIA~~ Library. The Group consisted of one representative each from the Document Division (where the documents were indexed), the ~~CIA~~ Library (where the documents were filed and reference service given from them) and from the Machine Division (where the Intellofax cards were filed and manipulated). The three persons were able to give the requester a more complete response, because each understood the problems of the other in the processing line. ~~Later~~ In 1961, after the arrangement had been put on a more permanent basis, ~~the Chiefs of the three Divisions concerned recommended in 1961 that~~ the term "Composite Group" ~~be~~ was discarded in favor of the more appropriate "Intellofax Reference Group." ~~Approved~~.

~~As will be seen throughout the following pages,~~ The new administration of OCR proceeded with vigor to investigate ~~new~~ modern techniques ~~of~~ for information handling; to get the intelligence community interested in coordinating information handling programs ~~of this nature~~; and to ~~get~~ encourage Agency analysts to become more cognizant of the benefits of such programs. Analysts were also urged to suggest ~~and to contribute their~~ ideas for improvement. The new vigor had a positive effect on morale. OCR, for example, established in July 1958 a small staff with documentation and technical backgrounds to follow automation developments in industry and government on a systematic basis and to plan applications of new equipment. The staff reported directly to OCR top management and was called the Automation Development Group (ADG). An example of analyst interest in OCR problems was a limited systems analysis of document handling in OCR from the point of view of one user, [redacted] an ONE staff member.

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To tie like functions together under one administration, as the AD/CR proposed in his 12 June 1958 paper previously referred to, the machine sections of the various OCR Registers were to be consolidated in the Machine Division. The first Test began in August 1958 with the integration of the machine section of IR with the Machine Division.

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To test the feasibility of operating a consolidated Machine Division comprised of the machine sections of the various OCR Registers, the machine section of IR was integrated with the Machine Division.

5. Early OCR Interest in Computers

The AD/CR recognized that OCR must explore all possibilities of new equipment being developed with potential for use in information retrieval. One of the most exciting of these was the computer. He also recognized that OCR was not the only Agency component that could benefit from computer applications. On 22 August 1958, he forwarded a memorandum [redacted] 18 to the Deputy Director, Support, proposing that the Management Staff undertake an overall study of Agency computer needs, including feasibility of a Computer Center in the new building, in lieu of individual units in several parts thereof.

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To provide him with more practical knowledge of the use of computers for possible application to Agency information processing programs, [redacted], SA/AD/CR, was sent for two years of special training at the [redacted] in August 1958.

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25X1A [redacted] was appointed SA/AD/CR vice [redacted], and, later, [redacted], as Chief of the Document Division.

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The Department of Defense had contracted with the Eastman Kodak Company for a system of micro-photography retrieval called MINICARD. OCR had been interested in this system from the very beginning, particularly since some of the basic concepts were similar to those in the Intellofax System. A MINICARD system was delivered to OCR by [redacted] in late 1958 and a large scale testing of the system began shortly thereafter under the guidance of the Automation Development Group.

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6. Other OCR Activities, 1957 - 1958

25X1A [redacted] At the request of [redacted] Chief of the the CIA Library dispatched one of its senior members in 1957 to study the need[19] for a station library. The latter recommended that a library be established and maintained there. On 15 February 1958 the first OCR librarian began her tour of duty there and remained three years. Two other OCR professional personnel were sent out on successive assignments before the need for a full-time professional librarian ceased in 1964.

The Liaison Division was reorganized in April 1958 into a two-branch structure: a Liaison and a Collection Branch. Accordingly, the new Division was designated the Liaison and Collection Division (LCD). The Liaison Branch was to continue to maintain operational contact with other agencies. The Collection Branch, while concentrating primarily on non-IAC sources, was performing a direct collection activity by reporting new foreign positive intelligence available through contacts with professional government employees. International conference and trade fair coverage were also placed under this branch.[20]

The Graphics Register had originated photo interpretation work in OCR on a systematic basis, both because of customer demand for this type of service and because it had the experienced staff to perform it. In the early 1950s, the DCI had requested that a study of Photo Intelligence (PI) activities be prepared by an experienced outside consultant; he was escorted on his fact-finding tour by a GR staff member.[21] As a result of this study, a Photo Intelligence Division was established in ORR on 2 November 1952.[22] Great impetus was given the whole program by the U-2 activities. OCR had also begun to organize a Branch in SR in 1956 (SR/X) with some key IR personnel detailed to it;[23] the Branch later became the Statistical Branch of SR, then the separate Statistical Division. In July 1958, the Division was transferred with sixty-two positions from OCR to the Photographic Intelligence Center (PIC).[24]

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In addition to handling documentary materials, OCR had another area of responsibility, the collection of photographs and other graphics material in the Graphics Register. For years the collection of photographs through the facilities of the Foreign Service had been less than satisfactory, because responsibility for field collection had been scattered among various personnel at each Foreign Service post. In October 1958 this was rectified by the establishment of the Graphics Coordinator Program described in the next Chapter. Furthermore, in January 1958, due to the increase of procurement facilities for photographs and films in the [redacted] area, GR established a vouchered domestic field position and attached it administratively to the [redacted], although under [redacted]

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During the years 1957-58, several DCID's and NSCID's of immediate concern to OCR were issued. Since most of these related to inter-agency matters, they are dealt with in Chapter X, ~~Intelligence Community Activities~~ OCR Support to Other Agencies.

The organization of OCR in August 1958 is reflected on Chart #2. Annual budget and manpower statistics are listed in Appendix C.

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6. Other OCR Activities, 1957

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Throughout its history, CIA had been the recipient of varying pressures for the release of its unclassified publications, and, of course, to declassify the classified ones. As the disseminators and the office of release, OCR had a natural right to standardize practices. In one area, the release of unclassified translations, OCR took active steps in June 1958 and received DCI approval to make available to the public the maximum amount of its own and sponsored translations and related materials of an unclassified nature. Attribution to CIA was not prohibited, but was to be avoided for material produced under contract outside the Agency. CIA was not to disseminate its material directly to the public but would cooperate with interested government agencies to effect dissemination through their channels.

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The Graphics Register had originated photo interpretation work in OCR on a systematic basis, because it had staff experience in this type of activity and customers who wanted such service. When the mid-1950s found a study of photo intelligence (PI) activities prepared for the DCI at his request, a PI Division was eventually established in OCR, with such future leaders as Art Lundahl and [redacted] starting things moving. Great impetus was given the whole program by the U-2 activities.[21] OCR had also begun to organize a Branch in SR in 1956 (SR/X) with some key IR personnel detailed to it[23]; the Branch later became the Statistical Branch in SR, then the Statistical Division. In July 1958, the Division was transferred with sixty-two positions from OCR to the Photographic Intelligence Center (PIC).[24]

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CIA would not print nor underwrite the cost of reproduction of copies to the public. This was not to preclude selected direct dissemination by Agency officials to their contacts in the interest of public relations or for operational purposes.

OCR had supported for years the various embryonic activities that led up to the systematic exploitation of the results from certain forms of air surveillance. Contributions were made by IR, MD, SR, and then the establishment of the Statistical Division in OCR. In July 1958, the Division was transferred with sixty-two positions from OCR to the Photographic Intelligence Center (PIC).

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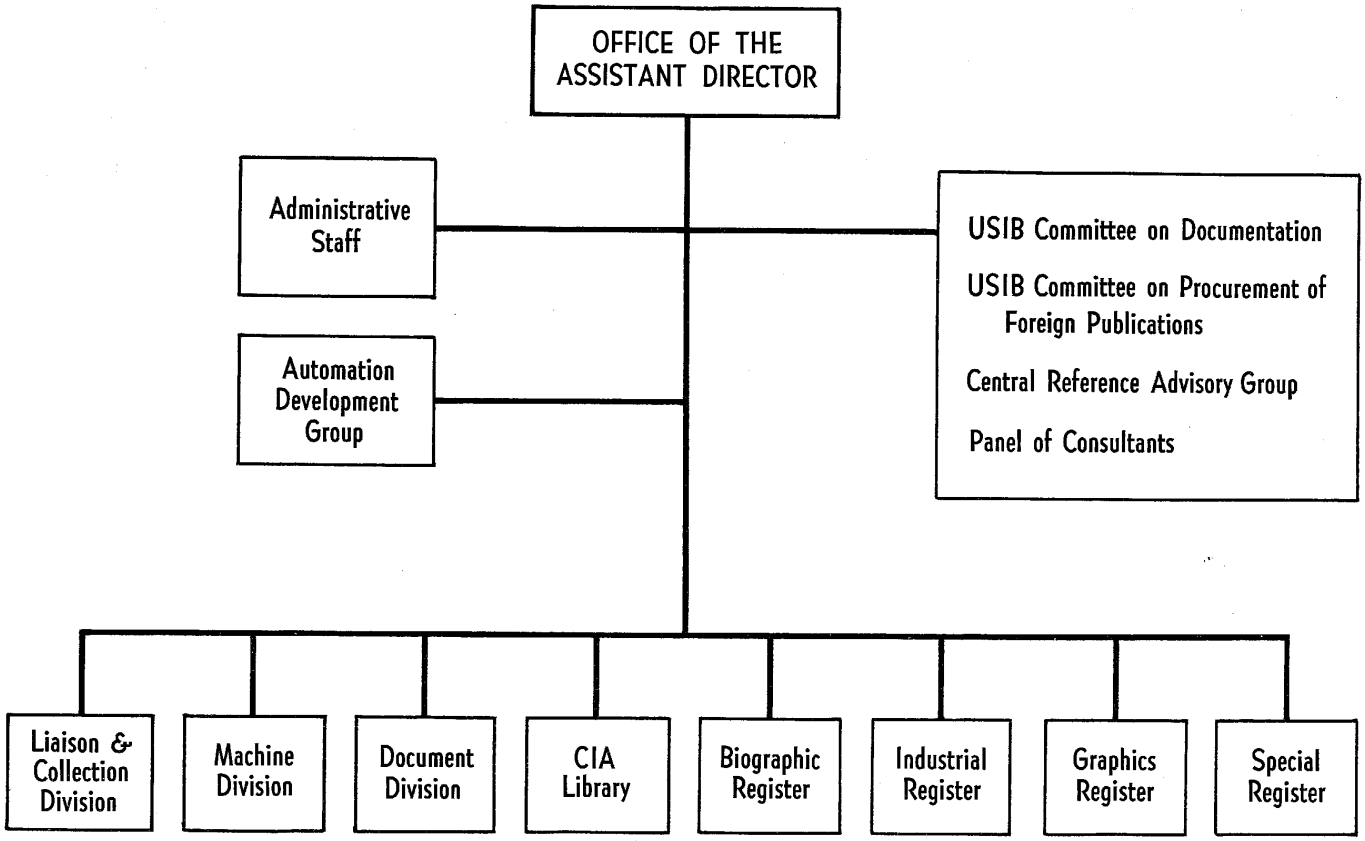
ORGANIZATION CHART
OFFICE OF CENTRAL REFERENCE



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IV

thoroughgoing analysis of OCR by the new administration under the leadership of the recently appointed Assistant Director, [redacted] 25X1A 25X1

The Assistant to the DDI (Planning), [redacted] was designated Chairman of an internal CIA Library Survey Committee on 22 August 1956,[2] and various components were asked to nominate representatives. The Committee ~~then~~ noted the selection of the following librarians to constitute the board of consultants: [redacted] 25X1A 25X1A 25X1A [redacted] The Committee prepared terms of reference and a suggested agenda;[3] [redacted] ORR, was appointed as escort for the consultants. 25X1A

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IV

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